

Introduction

- The goal of this project is to produce an informed and independent evaluation of how maps can support legal services planners and grantee managers at the local, state and national levels.
- We had a sense from other social-service agencies work, that the mapping could offer significant benefits to legal services. For example:
 - Maps can demonstrate the extent of the need for services, and in turn support planning efforts to increase access.
 - Maps can be used to measure accomplishments in the delivery of services, and to show them to others.
 - Legal services leadership can use maps to garner additional program support, promote equal access to Justice and monitor progress towards achieving the program's goals.

Objectives

- Identify and prototype maps that are valuable to legal services decision-makers at all levels.
- Show Access to Legal Services by mapping poverty and income-eligible populations from Census data, relative to Cases Closed.
- Produce methods and standards that could be repeated elsewhere, and to reduce the cost of future legal services mapping.

Georgia

- Georgia was selected as the site of this project because it nicely represents – both rural and urban service areas, and is in the fast-growing part of the South.
- The two grantees in Georgia were asked to participate, supply historical case data and represent grantee managers interests in mapping.
- Georgia Legal Services Program (or GLSP), led by Executive Director Phyllis Holmen, serves the entire state, except for the Atlanta area.
- Metro Atlanta is served by the Atlanta Legal Aid Society (or ALAS), led by Executive Director Steve Gottlieb.
- I would like to thank Ms. Holmen and Mr. Gottlieb for their key and active participation in this project. Unfortunately, neither could join us in Washington today.

- To perform the mapping work, we hired local Georgia contractors.
 - Peachtree Geographics, converted the case data to map locations.
 - Jordan, Jones and Goulding, an engineering firm, produced the maps.
- Also providing expertise in designing and managing the project was Edward Jurkevics, from Chesapeake Analytics, who is with us here today.

Phase I - Conclusions

- The OIG found:
 - Maps to be powerful and credible tools for legal services and potentially useful:
 - For grantees to promote their programs;
 - To identify low-income populations;
 - To evaluate access to legal services;
 - To decide how to deploy resources; and,
 - As tools for state planning and delivery measurement.
 - Maps create a new visual perspective for making the case for legal services that grantees and their funders have never seen before.
 - Maps offer a standard measure of access to legal services, in that they provide the numbers and locations of those who receive legal services, as compared to those who are income-eligible.

- We produced a map book of 132 professional grade maps.
- The utility of the maps were evaluated from both the grantees and OIG's perspectives. We perfected the most informative while cutting out the least valuable
- Technical Standards and Methodologies were established so that mapping could be undertaken in NYC and Wyoming and from year to year the resulting maps would be comparable and interpretable
- The maps, evaluation and lessons of the project were captured and will be available in the forthcoming final report.
- And now let me show you some examples...

US Poverty 2000

(map slide 2)

- The first map we are looking at today shows the 2000 Census Poverty Distribution across the U.S. with the all the LSC grantees main and branch offices shown as dots.
- I'd like you to note the color scheme that we use as a standard, where the lighter yellow colors represent lower numbers, and the hotter darker colors represent more or greater intensity.
- On this map you will note California, which has 4.7 million persons in poverty, almost 14% of the nation's total.
- Texas had 3.1 million persons in poverty while New York State had 2.7 million.

Change in US Poverty Population (map slide 3)

- This map shows the change in state poverty populations as a percentage of the national poverty total between the 2000 and 1990 Censuses.
- In effect, this map shows the changes in the proportion of LSC funding that each state would receive if level funding were appropriated. This does not take into account that \$19 (or \$9.5) million might be added.
- The yellows represent increase in funding while the blues show loss of funding.
- There is solid patch of blues all in mid-America, while the gains are on the coasts. This insight is not possible when looking at a data table.
- North Dakota shows the greatest loss, a decline of over 21%, with Iowa a close second.
- On the other side of the equation Nevada gained over 60% in the ten-year period.
- Of the nation's total increase of 2 million people in poverty, California accounts for more than half. Under level funding, California would gain \$7 million dollars to reach \$40 million in total.

Georgia Poverty Population

(map slide 4)

- Turning to Georgia, the focus of our mapping evaluation, this map (on the left) shows the poverty populations in the state, shown by County – the darker reds mean more persons in poverty.
- The concentrations of persons in poverty are in urban areas Augusta, Savannah and here in metropolitan Atlanta.
- The area within this green line represents the five-county service area of ALAS.
- The rest of the state – each of the remaining 154 counties - is served by GLSP. GLSP operates these 10 regions separated by these green lines, and these regional offices, such as Savannah, Augusta, and so on. The Piedmont area is served out of GLSP Headquarters in Atlanta.

Georgia Poverty Population continued... (map slide 4)

- This map on the right shows the change between the 1990 and 2000 census – as before the yellow/reds show increase while the blues show decrease in persons in poverty.
- The poverty population increased by 30% from 1990 to 2000 in ALAS's area. Gwinnett County has the most growth in poverty, in 2000 totaling 33,000 persons in poverty, up from 14,000, and this information was used to confirm Mr. Gottlieb's conviction that the Gwinnett office needed to be made into a full-time staffed office. ALAS has provided this map to local judges, lawyers and community leaders in a local fundraising effort.
- The GLSP increase in poverty population was 6% in the 1990-2000 period. Echols County here is growing, but has just over 1,000 persons in poverty.
- These maps are best looked at together, to get the whole picture. Knowing more about movements or changes of the poverty population is key to an efficient legal services delivery system in that it drives office locations, staff resource allocation, and statewide planning.

Income-Eligible (map slide 5)

- This map (left) shows concentrations of income-eligible persons in the state, which are persons falling at or below 125% of the poverty line.
- About 1.2 million income-eligible persons are in Georgia.
- As before, the deeper the red higher the density.
- This white area is Fort Stewart, where the census does not count.
- For the most of the project we used 1990 census data, because most of the 2000 data wasn't released yet. It has since been fully released.
- Now we are looking at a close up of the ALAS service area (map to the right). We can see ALAS's six offices in green.
- The clusters are in the more urbanized areas. Fulton and DeKalb together have over 210,000 income-eligible persons.
- In the past grantees only had tables showing county totals. These maps are important, because for the first time grantees were able to SEE and show others the potential demand for legal services.

Closed Cases (map slide 6)

- Now let's look at the other side of the equation, the cases closed in Georgia.
- These are the cases closed by GLSP in the five-year period from 1996 to 2000. Almost 90,000 closed cases are shown on this map (on the left).
- On the right is the change in cases closed between 1996 and 2000.
- We note particularly the increases in Savannah and Macon.
- The rest of the change map somewhat reflects the changes in poverty populations we remember from a few maps ago, with increasing concentrations in the Atlanta area.
- In any case there are lots of questions raised by this map, especially in the highest change areas.
- The Dalton office certainly has expanded its level of service, as have these other regions, but in this project we were not evaluating grantee performance, but instead evaluating mapping as a tool.

Hispanic Closed Cases

(map slide 7)

- Digging deeper into the case data, we look at case closures for clients identified as Hispanic.
- There has been strong growth in Hispanic populations in the Atlanta area, which poses a language challenge in the provision of legal services.
- This is reflected in the growth in Hispanic closed cases between 1996 and 2000.
- The eye is drawn to these areas in the north part of the city, in Cobb, DeKalb and Gwinnett counties.
- These maps together demonstrated to Mr. Gottlieb's that ALAS is penetrating the Hispanic communities.
- You can see from this example that mapping would be valuable in validating the results of various outreach and access initiatives, showing how the programs were working and whether they were reaching the target populations.

City of Atlanta Cases and Income-Eligible (map slide 8)

- Further drilling in, Mr. Gottlieb wanted a map of just the City of Atlanta proper – to show City officials and possible funders the level of ALAS activity within city limits.
- The City itself falls in Fulton and partly in DeKalb counties.
- The red background is the density of income-eligible persons, as before.
- On top, and I don't know if you can see it, is a blue dot for each case ALAS closed in the five-year period in the City of Atlanta.
- What we were trying to do here is to represent the level of access to legal services on a map.
- You would hope to see the darker reds overlain by thicker clusters of blue dots.
- I know sometimes the cases closed are so many you can't see the underlying color.

Regional Service Area Access (map slide 9)

- This map is an effort to get around the problem of the blue case closure dots obscuring the underlying income-eligible populations, and it represents an effort to use mapping to develop some reasonable measure of access to legal services.
- We see the GLSP regions with green outlines.
- For each one, we calculated the cases the office closed in one year per 1000 income-eligible persons in the service area.
- The results range from less than 10 cases per 1000 income-eligible in Gainesville, Athens and Augusta, to over 25 closed cases per 1000 in the Savannah service area.
- The colors of these access levels are standardized and can be compared from region to region. We view this map as a valuable tool for managing regional offices, keeping in mind each office has its own special context.

GLSP and ALAS Service Access (map slide 10)

- Now we are looking at that same access measure – the cases closed per 1000 income-eligible persons, but in more detail in the service areas of GLSP and ALAS.
- In the GLSP area a greater level of access is seen in areas like Savannah and Macon, and we'll come to the reason why later.
- In this neighborhood in Gwinnett County ALAS closed less than 10 cases per 1000 income-eligible in 2000. Meanwhile across the county line in this neighborhood in DeKalb, the service level is over 250 per 1000. Why?
- Maps like these raise valuable questions about equality of access to services, questions that are important for legal services managers to pursue.
- We feel that these maps could be used in a broad set of circumstances.

Macon Access, Travel Distance and Case Service Types (map slide 11)

- This map of the Macon service area south of Atlanta shows that same access ratio.
- These circles represent the 10, 20 and 30 mile driving distances from the regional office. Driving distance might be an inhibitor to access – for rural clients visiting the office or for lawyers visiting rural clients.
- Individual cases closed are shown on the map as dots. Brief Service is in Blue while Extended Service is in Red.
- The map shows that extended legal services are indeed available to rural clients, as we see red dots far out of Macon.
- There is some undercount of rural cases on this map because the addresses are often not much more than a PO Box or a Rural Route number. We are looking at ways to get around that.

GLSP Family and Older American Act Cases (map slide 12)

- We show here that other types of case information can be displayed on a map.
- On the left we have GLSP cases closed in the legal category of Family.
- On the right, GLSP wanted to see the distribution of cases supported by Older Americans Act funding, to show the extent of its activities under that funding source for the first time.

Resource Perspectives

(map slide 13)

- On the upper left we have a map of the GLSP regional service areas, showing the average cases closed by each attorney in the offices. The figures range from 125 cases per attorney here (northeast quadrant) to over 350 per staff attorney in Macon and Savannah. That's quite a difference.
- On the upper right map we see the reason that the service levels have been high in these regions: these offices developed very active PAI programs. This is a map of PAI closed cases.
- This map on the lower right shows the number of attorneys per 100,000 income-eligible persons. Dalton and Valdosta regions have a ratio of 7 attorneys per 100,000 income-eligible. That's over 14,000 income-eligible persons per attorney.
- A set of maps like this visually conveys a lot of valuable program information, and shows just how resource-constrained legal services are.

US Cases Closed (map slide 14)

- Stepping back to a national perspective, we see the LSC documented cases closed by state in the 5 year 1996-2000 period. There are more than 6 million cases represented on this map.
- As expected, California leads with almost 750,000 cases, followed by Texas, New York, Michigan and Florida, each in the 300,000 range.

- As before we now can look at the cases closed per 1000 income-eligible persons for the nation as a whole, and here is the result.
- There are many observations possible here.
- The lowest figure in the continental US in 2000 was in Nevada, where less than 6 cases per 1000 income-eligible were closed. Remember Nevada had the greatest growth rate in poverty population also, and in 2000 it had resources defined by the 1990 census.
- At the high end, Iowa closed over 60 cases per 1000 income eligible persons in 2000.
- This means that the cases closed per income-eligible person were 10 times greater in Iowa than in Nevada in 2000.
- The maps that you've seen here today are only a small sample of the maps we produced. But they nicely represent the potential of mapping for legal services.

Wrap-up

- Ms. Holmen's and Mr. Gottlieb's comments have been provided in the Board Book for your reference.
- A comprehensive report including lessons learned, the maps, and an analysis of how maps can be used as a management support tool to improve services, will be released shortly.